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SAN MATEO COAST CORRIDOR EVALUATION

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SUMMARY

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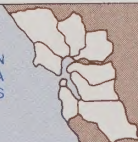
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ASSOCIATION
OF BAY AREA
GOVERNMENTS



Metropolitan
Transportation
Commission



This evaluation was conducted
under the direction of the
Joint Policy Committee of ABAG
and MTC.

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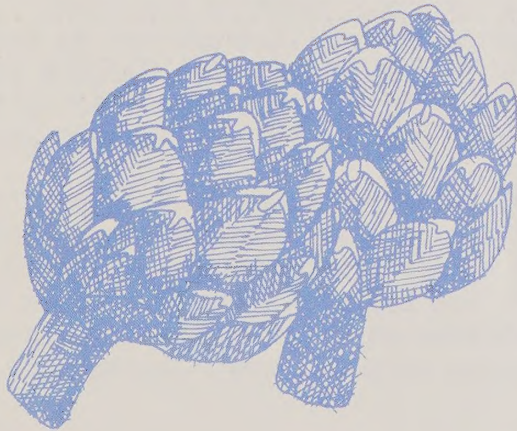
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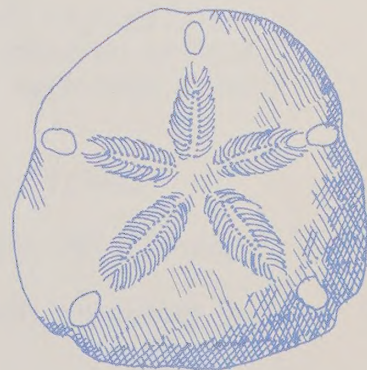
SAN MATEO COAST CORRIDOR EVALUATION

The San Mateo Coast is an area of rugged hills, prime agricultural lands, and some of California's most beautiful and popular beaches, as well as several rare ecological



and environmental phenomena. Because of its natural beauty, rural atmosphere, and proximity to several employment centers, the area is under pressure to grow and develop beyond its present population of 55,000. In the near future both ABAG and MTC will have to make decisions which will impact the amount and distribution of

new growth. Realizing this, the two agencies embarked on a joint evaluation of land use and transportation issues along the San Mateo Coast in order to insure that decisions on major public investments (like transportation, water, and sewage facilities) are made on a sound and consistent basis. This report describes the process and results of their effort.



October 1, 1975

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San Mateo Coast Corridor Final Report

SUMMARY

GENERAL BACKGROUND

In the San Francisco Bay Area, regional land use and transportation planning are the responsibility of the Association of Bay Area Governments and the Metropolitan Transportation Commission, respectively. Land use and transportation planning are interrelated, however, and need careful coordination to assure consistency in the development of policies. For this reason, ABAG and MTC created the Joint Policy Committee in 1973 to facilitate greater integration and consistency of the plans and policies of the two agencies. In August, 1974, the Joint Policy Committee began a series of evaluations (or studies) of regional land use development and transportation issues in the major planning "corridors" of the nine-county Bay Area. A corridor is a passageway of land use and transportation activities, having a specific location and character, constituting a link in a network of such corridors, connecting numerous geographic locations, and which can be examined independently. There are thirteen such corridors in the region, as indicated on the Regional Corridors Map. The corridor evaluation process was adopted as a result of the Joint Policy Committee's determination that this approach offered an effective means for coordinating the policies of the two agencies.

The explicit purpose of corridor evaluations is to integrate regional land use and transportation planning at an early stage of development (or redevelopment) within a corridor. A corridor evaluation results in more detailed and consistent regional land use and transportation policies recommended for adoption by ABAG and MTC. If adopted, these policies would guide decisions about:

- Public investment in transportation facilities,
- Public investment in water and wastewater facilities,
- The degree to which certain environmental resources need protection, and
- The degree to which major proposed developments are consistent with regional policies.

THE SELECTION OF THE SAN MATEO COAST CORRIDOR

After deciding to use corridor evaluation as a means of improving ABAG and MTC plans, the Committee developed and applied a set of selection criteria to determine which of the thirteen Bay Area corridors would be studied first.

Among the criteria were:

Regional Significance - Are there issues or problems of regional significance? Are there potential or proposed developments of regional significance?

Mutual Interest - Do ABAG and MTC agree the corridor is an important one to study jointly? Are there, at present, conflicts between ABAG and MTC?

Lead Time - Can ABAG and MTC policy recommendations have any impact or have the key development decisions already been made?

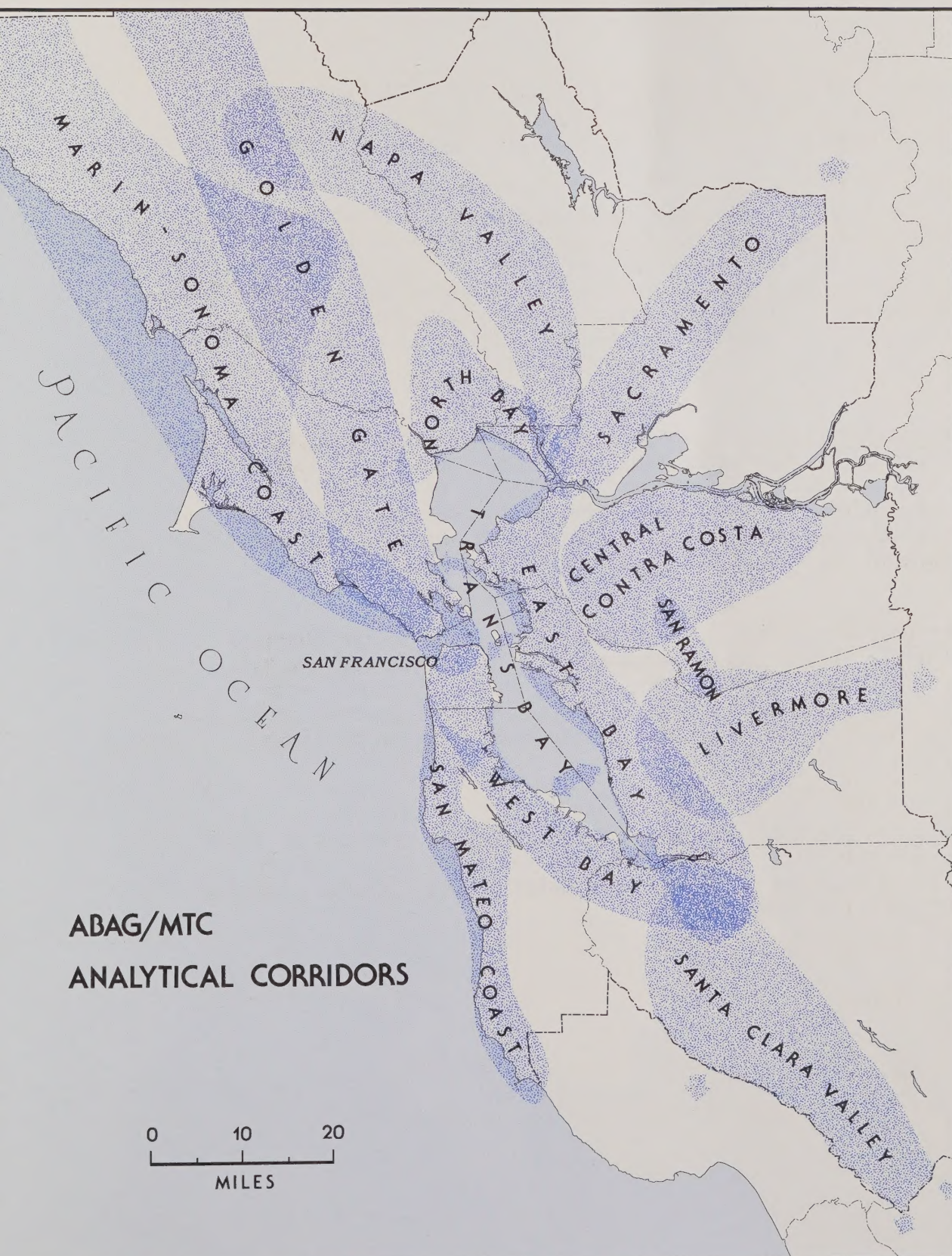
Resources - Were staff resources and data available to adequately conduct the study during the 1974-75 fiscal year?

Applying these criteria, the Committee in August 1974 chose the San Mateo Coast Corridor as the first to be evaluated.

Key factors in the selection of the San Mateo Coast were:

- The regional significance of certain resource and recreation issues;
- The number of important capital investment decisions to be made during the next several years (water, wastewater and transportation);
 - The possible widening of Routes 1 and 92,
 - The possible extension of Route 380 to the coast,
 - The possible expansion of water and wastewater systems,
 - Proposals for major new developments.
- A major conflict in ABAG and MTC plans (highway capacities of Routes 1 and 92);
- The relative availability of information; and
- The desire to provide input to the development of the State's Coastal Plan.

FIG. 1



REGIONAL CORRIDORS

DESCRIPTION OF THE SAN MATEO CORRIDOR

The San Mateo Coast Corridor extends along San Mateo County's ocean coastline from Pacifica south to the Santa Cruz County line and is bounded on the east by the Santa Cruz Mountains (see Study Area Map).

Land Use - The Corridor is predominantly undeveloped except for the cities of Pacifica and Half Moon Bay, and a number of small unincorporated communities. With the exception of its ridgeline areas, most of Pacifica is urbanized. Scattered suburban development characterizes the area from Devil's Slide (just south of Pacifica) south to Half Moon Bay. Agriculture, parks, and beaches predominate south of Half Moon Bay.

Economic Characteristics - The major coastside industry is agriculture. A recent study by the San Mateo County Planning Department, however, indicates that the continued economic feasibility of agriculture is threatened by increasing development pressures. Besides agriculture, there is little basic employment, requiring most employed residents (75%) to work in San Francisco or bayside San Mateo County.

Demographic Characteristics - The present population in the Corridor is approximately 55,000 concentrated mainly in Pacifica and the Mid-Coastside. There are few minorities living in the Corridor, with the exception of Pacifica which has a significant Spanish-surname population. The Corridor has attracted mostly middle-income families, living in single-family homes.

Transportation - The main access to the Coastside is provided by Route 1, parallel to the coast, and Route 92, an east-west route. Sharp Park Road links Pacifica to bayside San Mateo County. Transit service in the Corridor is minimal.

FIG. 2



STUDY AREA MAP

CORRIDOR EVALUATION PROCESS

An overview of the schedule and process of the San Mateo Coast Corridor Evaluation is presented graphically on page 8. The analytical process consisted of the following major steps:

- definition of issues of regional significance
- statement of existing ABAG and MTC policies which were applicable to the area
- development of general description of six alternative futures (scenarios)
- revision and refinement of six scenarios, including possible policy actions
- detailed analysis of three selected scenarios

Citizens and local agencies reviewed the work and commented at each of the above stages, including a series of staff workshops and three public discussions (one in Half Moon Bay and two in Pacifica). Citizens and local officials also appeared at a number of regular Joint Policy Committee meetings.

ISSUES OF REGIONAL SIGNIFICANCE

Because of its great natural beauty, rural atmosphere, and proximity to several employment centers, pressure for further development of the San Mateo Coast is considerable. A number of issues, some regional and some local, must be resolved before any significant further development can occur. The Joint Policy Committee determined that the first step in the evaluation process was the definition of the issues of regional significance.

Generally issues are of regional significance if, because of their character, magnitude or location, they will have substantial effects on several jurisdictions. Some examples of regionally significant issues are:

- proposed development of a new town
- proposed construction of a major shopping center
- proposed changes or additions to major highway and transit facilities
- proposed development in or adjacent to an environmentally sensitive area

An issue paper developed by the committee and its staff identified the following broad regional concerns:

- the degree and location of urbanization
- the preservation of scenic and environmental resources
- the capacity and safety of the transportation system
- the accessibility of recreation resources
- the coordinated development of transportation, water, and wastewater systems
- the accessibility to housing, transportation and social services of low-income, minority, and low-mobility persons.

Within each broad category there were of course many specific questions and issues to be resolved. For a more detailed discussion see pages 17 to 25 of the full report.

POSSIBLE FUTURES

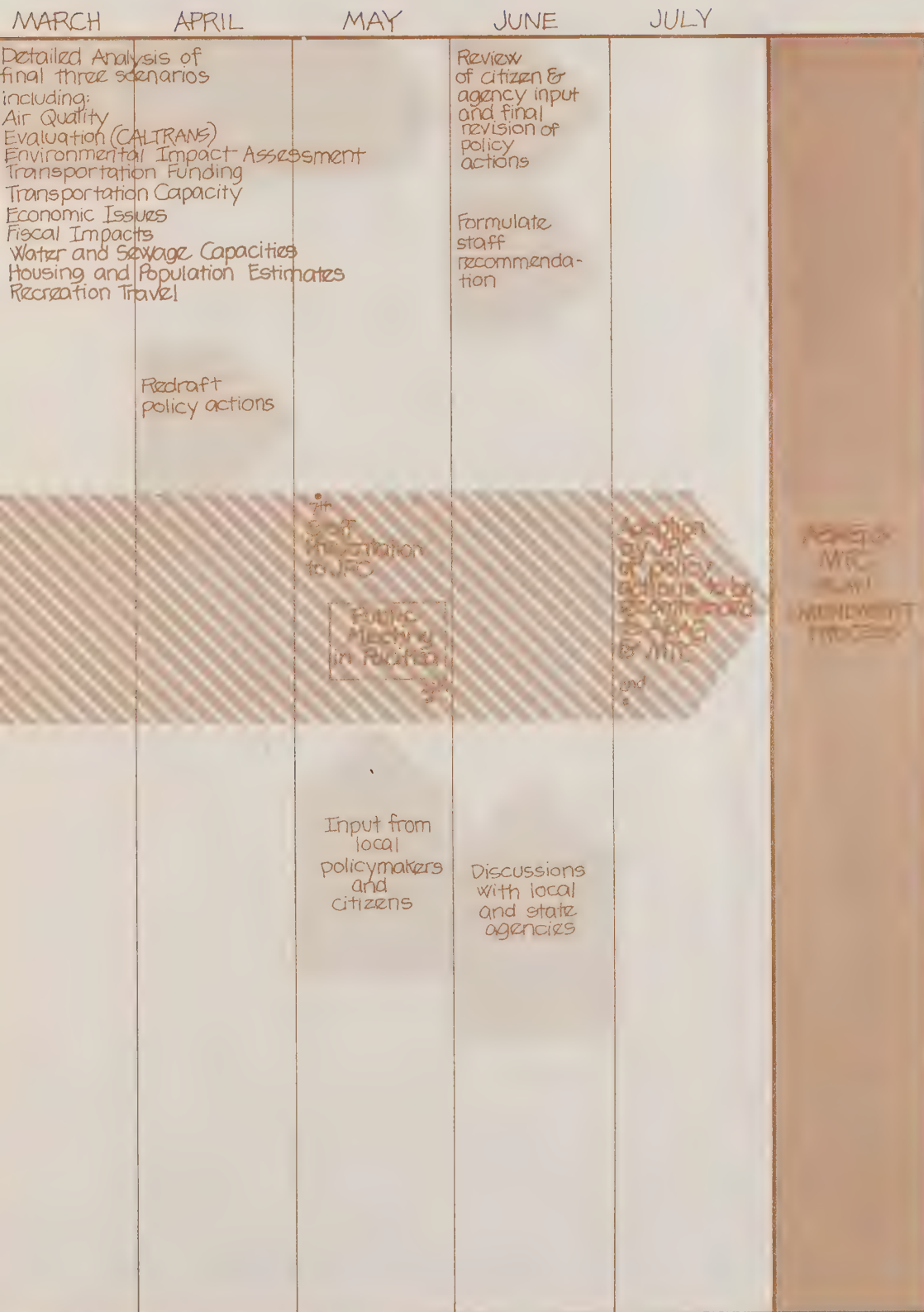
During the study the committee chose to use the concept of alternative scenarios to outline different ways the San Mateo Coast could develop in the future. Each scenario represented a distinct and internally consistent description of a possible future for the San Mateo Coast Corridor, as well as reflecting the interdependence of transportation and land use. Originally there were six scenarios--each named for its predominant characteristic or theme:

- Balanced Growth - a greater balance between commercial and residential uses is achieved so that people can both live and work in the Corridor
- Compact Growth - moderate growth with special effort to guide it into existing communities consistent with ABAG's "city-centered" concept
- Dispersed Moderate Growth - closely resembles present trends; coastal communities continue as residential suburbs for San Francisco and bayside San Mateo County; minimal land use controls and moderate-to-high population growth

SAN MATEO COAST CORRIDOR

1974 AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER 1975	JANUARY	FEBRUARY
ABAG/ MTC STAFF		Definition of Regional Issues Conditions and trends evaluated Formation of six scenarios	Regional Policy Framework and Issue Papers presented to JPC		Revision and detailing of scenarios Population, travel pattern and transportation financing analysis First draft of Policy Actions	
ABAG/ MTC STAFF COMMUNITY AGENCIES	ABAG/ MTC STAFF COMMUNITY AGENCIES					
CITIZEN AND LOCAL AGENCY INPUT				Input from local Policymakers and citizens Technical Workshop with staff representatives from various agencies	Presentations to JPC by San Mateo County Planning Department Discussions with local agencies	

FIGURE 3



SCHEDULE OF EVENTS

-
- Energy Conservation - major changes in lifestyles are necessary because of decreased energy supply nationwide; major shift to transit usage and more energy-efficient land use patterns.
- Environmental Protection and Recreation - relatively low growth; high priority given to protecting the coastal area's unique agricultural and natural resources; emphasis also placed on increased accessibility to recreational resources.
- Social Equity - moderate to high growth with special emphasis on increasing housing and employment opportunities for low-income and minority persons.

Each scenario was further described in terms of three elements:

1. Characteristics - descriptive statements intended to convey a general picture of the future
2. Critical factors - decisions, circumstances, or events that determine whether the future described by the characteristics actually occurs
3. Policy actions - examples of specific, detailed governmental decisions and actions necessary to achieve a preferred future

INSTITUTIONAL SETTING

The achievement of a preferred scenario cannot be brought about by the action of any single public or private organization or individual. The actual outcome will be the product of actions by many people. These include:

- decisions by State, regional and local agencies on the level of their commitment to preserving the natural resources and scenic quality of the coast;
- decisions by local governments on how much new development (and of what type) is desirable;
- decisions by local and regional agencies on how scattered or compact new development will be;
- decisions by ABAG and MTC on the capacity levels of essential public services (transportation, water and wastewater treatment).

ABAG AND MTC: ROLES AND RESPONSIBILITIES

Both ABAG and MTC serve the nine Bay Area counties: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano and Sonoma. ABAG and MTC have clear responsibilities with regard to decisions on State or Federally funded investments in water, wastewater, and transportation facilities.

The Metropolitan Transportation Commission was statutorily created by the California Legislature in 1971 and has two basic powers. The first requires the California Highway Commission to conform to the regional transportation plan and its schedule of priorities when allocating funds for construction of the State highway system within the region. The second requires that any application for State or Federal transportation funds be approved by MTC only if it is found to be compatible with the regional transportation plan.

The Association of Bay Area Governments is a voluntary council of local governments formed in 1961 to solve regional problems through the cooperative actions of Bay Area cities and counties. ABAG has received the following designations:

Planning

- areawide planning organization (U.S. Department of Housing and Urban Development, and State Office of Planning and Research);
- areawide waste treatment management planning agency (U.S. Environmental Protection Agency, State Water Resources Control Board).

Review

- A-95 Areawide Clearinghouse (U.S. Office of Management and Budget),
(This review function applies to over 150 Federal programs including most that affect urban development, e.g., water and wastewater treatment facilities, highway and transit improvements, school and hospital construction. Although Federal agencies are not obligated to follow recommendations made by ABAG, in practice they give considerable weight to its views).

FINDINGS

At its February 1975 meeting the Joint Policy Committee eliminated three scenarios from further consideration and asked its staff to conduct a more detailed analysis of the remaining three: Compact Growth, Dispersed Moderate Growth, and Environmental Protection/Recreation. (The committee also requested that some of the "Social Equity" characteristics be incorporated into all three remaining scenarios.)

The most significant findings resulting from the analysis are summarized below:

Growth and Development

- Pacifica's population will probably not exceed 42,000 by 1990.
- The population of the Mid-Coastside will probably not exceed 19,000 by 1990 under the Compact Growth scenario.
- Little growth is expected in the South Coastside.
- Housing opportunities for low- and moderate-income people will be minimal without significant public action.

Water and Wastewater Capacities

- The availability of additional local water supplies on the Mid-Coastside is uncertain although projects now being planned seem adequate to support a moderate level of growth.
- Limitations on wastewater treatment capacity could be a significant development constraint in the Mid-Coastside.

Transportation and Transit

- Existing roadway design capacities are rarely exceeded.
- Injury and fatality rates on corridor highways are not significantly higher than on comparable California roads.
- Unless new sources of highway or transit funds can be found, only minimal transportation improvements will be possible.
- Significant increases in highway capacities would probably induce significant population growth and not result in improved transportation service in the long run.

Natural Resources

- The Corridor has many unique and sensitive natural and scenic resources that are extremely vulnerable to degradation.

Recreation

- The Corridor is a regional recreational resource with levels of activity varying greatly by time of year.
- Existing road design capacities are exceeded less than ten weekend days or holidays a year.

- Parking facilities--not road capacities--are the major constraint to greater use of recreational resources.

Fiscal Impacts

- The provision of essential public services costs less when new development is adjacent to existing development.

Corridor Economy

- Most coastal residents work outside the Corridor.
- Agriculture is the major Corridor industry.
- Employment growth within the coastal communities is likely to be modest.

POLICY ALTERNATIVES

The alternative scenarios described different ways the San Mateo Coast could develop in the future. The committee's function is to recommend policies, not scenarios. For each of the three remaining scenarios, the committee developed a set of detailed policy actions and positions which could be adopted by ABAG and MTC. For each scenario, four categories of policies were developed:

1. Land Availability - statements about the types of land which would be available for urbanization.
2. Public Service Capacities - statements about the coordinated development of transportation, water, and wastewater systems; about future expected population levels to be used for planning those facilities, and about the specific nature of some of those improvements.
3. Resource Protection - statements about the value of key environmental and agricultural resources and about appropriate measures for protecting them.
4. Social Equity - statements about housing opportunities for low- and moderate-income groups and about the accessibility of recreational resources to low-mobility groups, e.g. the poor and elderly.

A summary of the key policy differences among the scenarios is provided in Figure 4 on the following page.

FIGURE 4

SUMMARY OF KEY POLICY DIFFERENCES

	ENVIRONMENTAL PROTECTION & RECREATION	COMPACT GROWTH	DISPERSED MODERATE GROWTH												
LAND AVAILABILITY	<ul style="list-style-type: none">● would not support urbanization beyond the current corporate limits of Half Moon Bay, Pacifica & the Phase I urbanization areas● would urge Pacifica and Half Moon Bay to maintain agricultural lands in their present use	<ul style="list-style-type: none">● would not support urbanization beyond the current corporate limits of Half Moon Bay, Pacifica & the Phase I urbanization areas● would urge Pacifica and Half Moon Bay to increase land available & minimum densities for multiple family dwellings	<ul style="list-style-type: none">● would support urbanization throughout the corridor except for hazardous areas (e.g., close to earthquake faults)												
PUBLIC SERVICE CAPACITY	<ul style="list-style-type: none">● ABAG/MTC would use the following 1990 population figures in reviews of major projects and development proposals:	<ul style="list-style-type: none">● ABAG/MTC would use the following 1990 population figures in reviews of major projects and development proposals:	<ul style="list-style-type: none">● ABAG/MTC would use the following 1990 population figures in reviews of major projects and development proposals:												
General	<table><tr><td>Mid-Coastside (includes Half Moon Bay)</td><td>12,000</td></tr><tr><td>Pacifica</td><td>41,000</td></tr></table>	Mid-Coastside (includes Half Moon Bay)	12,000	Pacifica	41,000	<table><tr><td>Mid-Coastside (includes Half Moon Bay)</td><td>19,000</td></tr><tr><td>Pacifica</td><td>42,000</td></tr></table>	Mid-Coastside (includes Half Moon Bay)	19,000	Pacifica	42,000	<table><tr><td>Mid-Coastside (includes Half Moon Bay)</td><td>21,000</td></tr><tr><td>Pacifica</td><td>42,000</td></tr></table>	Mid-Coastside (includes Half Moon Bay)	21,000	Pacifica	42,000
Mid-Coastside (includes Half Moon Bay)	12,000														
Pacifica	41,000														
Mid-Coastside (includes Half Moon Bay)	19,000														
Pacifica	42,000														
Mid-Coastside (includes Half Moon Bay)	21,000														
Pacifica	42,000														
Trans- portation	<ul style="list-style-type: none">● would not approve construction of Route 380● would not approve capacity increases for Routes 1 and 92● would not approve increases in highway capacities in general	<ul style="list-style-type: none">● would not approve construction of Route 380● would not approve capacity increases for Routes 1 and 92 before 1990; after 1990 increases for Route 92 would be considered in light of transit feasibility● would not approve highway capacity increases until transit improvements have been made	<ul style="list-style-type: none">● would approve construction of Route 380 or similar lateral access expansion● would approve capacity increases for Route 92 before 1990; and for Route 1 after 1990 if population exceeds current estimates● would generally approve highway capacity increases to facilitate further development												
Water & Waste- water	<ul style="list-style-type: none">● would not recommend approval of increases in water capacity● would recommend against wastewater capacity increases within the corridor	<ul style="list-style-type: none">● would not recommend approval of any increases in water capacity until: 1) a LAFCO urban service area is established 2) local agencies resolve issue of local vs. imported sources● would recommend approval of wastewater capacity increases for the Mid-Coastside only	<ul style="list-style-type: none">● would recommend approval of water capacity increases to level where Crystal Springs pipeline might be needed● would recommend approval of wastewater capacity increases for the Mid-Coastside only												
RESOURCE PROTECTION	<ul style="list-style-type: none">● would recommend approval of public service improvements only if assurances are given against degradation of natural resources● would urge State and Federal agencies to manage ecologically significant areas● would urge preservation of all existing undeveloped prime agricultural lands	<ul style="list-style-type: none">● would recommend approval of public service improvements only if assurances are given against degradation of natural resources beyond the corporate limits of Half Moon Bay, Pacifica & Phase I urbanization areas● would urge State and Federal agencies to manage ecologically significant areas● would urge preservation of all existing undeveloped prime agricultural lands outside Half Moon Bay, Pacifica & Phase I urbanization areas													

CONCLUSIONS & RECOMMENDATIONS

After a May 29 public meeting in Pacifica the committee chose to eliminate the policies associated with the Dispersed Moderate Growth scenario from further consideration. A number of important local and regional goals could not be met if those policies were implemented:

- Urbanization would not follow the "city-centered region" concept.
New development would be scattered throughout the Corridor.
- There would be a high probability of severe degradation of the Corridor's scenic quality and natural resources. Increases in highway and other public service capacities would create extreme pressure for urbanization on prime agricultural land and other resource areas.
- A larger role for transit would be very difficult to achieve. The increases in highway capacities would maintain auto-dependency and provide insufficient incentive to greater use of transit.
- A much larger investment in public services would be required, making it more difficult to develop service capacities which are mutually consistent. For example, even if the Crystal Springs pipeline could be financed, sufficient funds for corresponding improvements in wastewater treatment would probably not be available.

The committee asked its staff to further analyze the key differences in the policies associated with the two remaining scenarios, Compact Growth and Environmental Protection/Recreation. On July 2 the committee voted unanimously to recommend to ABAG and MTC a set of coordinated development and transportation policies, corresponding most closely to those associated with the Compact Growth scenario. They reflect both ABAG's city-centered concept and MTC's "transit first" approach. Coordinated development of public services is emphasized. If these policies are implemented, the population along the coast is expected to be about 65,000 by 1990, with 18,000-19,000 of that in the Mid-Coastside and the balance in Pacifica and the South-Coastside. Both ABAG and MTC would use these figures for planning the capacities of key public services (transportation, water and wastewater). Increases in wastewater capacity would not be made until a LAFCO urban service area is established. New development would occur at higher densities, especially in Pacifica. More land would be available in both Half Moon Bay and Pacifica for multiple family dwellings. The

policies also provide for significant preservation of the coast's natural and scenic resources, including prime and economically productive agricultural land, especially outside the current corporate limits of Half Moon Bay and Pacifica and the Phase I Urbanization Areas. Transportation improvements would be made by improving transit, and the efficiency and safety of the road system. Increases in highway capacity would be considered after 1990.

A complete set of the proposed policies follows this summary. The major implications of the policies in terms of actions by ABAG and MTC are summarized below.

Land Availability

1. ABAG would review regionally significant development proposals that could (directly or indirectly) induce new development beyond San Mateo County's Phase I Urbanization Areas or the corporate limits of Pacifica or Half Moon Bay.
2. ABAG would recommend approval of public service improvements beyond the corporate limits of Half Moon Bay, Pacifica and Phase I Urbanization Areas only if assurances are given against degradation of natural resources.
3. MTC would not approve the use of Federal funds (Federal Aid Urban) for roads serving the ridgeline areas of Pacifica.

Public Service (Water, Wastewater, Transportation)

4. ABAG would recommend approval of water and wastewater capacity increases commensurate with the following 1990 population levels: 19,000 in the Mid-Coastside and 42,000 in Pacifica. Approval would be contingent on the applicant agency's submission of information that documents the relationship between capacity and population served.
5. ABAG would not recommend approval of increases in wastewater systems' capacities until the San Mateo Local Agency Formation Commission (LAFCO) has established an urban service area boundary.
6. MTC would program funds for transportation projects which would improve the safety and efficiency of the existing system, including a two-lane Devil's Slide bypass with bus and truck climbing lanes and one additional lane on Sharp Park Road.
7. MTC would not approve capacity increases for Routes 1 and 92 before 1990. After 1990 increases would be considered in light of transit feasibility.

8. MTC would not program funds for the construction of Route 380 west of Route 280.
9. MTC would incorporate Sharp Park Road and Westborough Boulevard as proposed improvements in its Regional Transportation Plan as substitutes for Route 380.
10. MTC would include additional funds in the Transportation Development Program (TDP) for increased transit service to recreational sites.

Resource Protection

11. ABAG would not recommend approval of any Federally assisted development proposals that would result in the conversion to urban use of prime agricultural lands, lands suitable for the production of coastal-dependent crops, or economically productive agricultural lands outside Half Moon Bay, Pacifica, or San Mateo County's Phase I Urbanization Areas.
12. ABAG would not recommend approval of any Federally assisted development proposals which would convert to urban use prime agricultural lands or lands suitable for the production of coastal-dependent crops inside Half Moon Bay, Pacifica, or San Mateo County's Phase I Urbanization Areas unless it is demonstrated that continued or renewed agricultural use of such lands is not feasible because of location, size, soil type or other characteristics.

Social Equity

13. ABAG and MTC would not recommend approval of public service projects (water, wastewater, transportation) unless there is affirmative local effort to increase the supply of low-and moderate-income housing or if the transportation project improves the accessibility of low-mobility groups.

Recommendations to Other Agencies

ABAG and MTC would urge that:

14. Pacifica and Half Moon Bay adjust their population estimates and development policies to reflect diminishing household sizes, regional population growth trends, and the restricted availability of land for urban uses.
15. Pacifica and Half Moon Bay maintain in their present use prime agricultural lands and lands suitable for coastal-dependent crops;
16. The San Mateo County LAFCO establish urban service area boundary lines consistent with ABAG's land availability policies.

-
17. The California Coastal Zone Conservation Commission deny permits for development in potential recreational areas;
 18. The State of California use State tidelands revenues as needed to subsidize the acquisition of recreational resources;
 19. State and Federal agencies manage ecologically significant habitat areas, coastal wetlands, estuaries, and related buffer areas.
 20. Major transit operators coordinate the provision of recreational and trunkline transit service to the San Mateo Coast Corridor and that the costs of regional recreational transit service be shared equitably by all appropriate operators.

The following pages contain the complete set of proposed policies for the San Mateo Coast Corridor recommended by the Joint Policy Committee to ABAG and MTC for consideration as proposed amendments to their regional plans.

Proposed Policies for the San Mateo Coast Corridor

A. LAND AVAILABILITY

1. Urbanized uses shall be limited to the current corporate limits¹ of Half Moon Bay, Pacifica, and the Phase I Urbanization Areas.²
 - a. ABAG shall recommend approval of Federally assisted...
 - i. ...water supply service improvements beyond the locational limits specified above to serve only agricultural, floricultural, and recreational water service needs.
 - ii. ...operational³ service improvements for water and wastewater service to urban uses within the locational limits specified above.
 - b. MTC shall approve the designation of roads as part of the Federal Aid Urban System only if the roads do not serve areas outside the corporate limits of Half Moon Bay and Pacifica, San Mateo County's Phase I Urbanization Areas, or within the ridgeline areas of Pacifica.
 - c. ABAG and MTC shall recommend to the San Mateo County LAFCO:
 - i. that an urban area service boundary⁴ be established no larger than the locational limits specified above.
 - ii. that proposals to annex lands or to create new wastewater service districts beyond the proposed urban area service boundaries be denied.

¹ See glossary definition of "corporate limits." The glossary is contained in Appendix C.

² The Phase I Urbanization Areas define the unincorporated limits for development in Montara, Moss Beach, El Granada, and Princeton, or technically: all lands which are not zoned RM (Resource Management) in the San Mateo County Resource Management Zoning District.

³ See glossary definition of "operational."

⁴ An urban area service boundary as defined by the LAFCO identifies a five year service area. There is no existing urban area service boundary in the Corridor as of July 1975. A sphere of influence boundary (a 20 yr. development line) does exist.

d. ABAG and MTC shall urge that the cities of Pacifica and Half Moon Bay:

i. amend their zoning ordinances (including Planned Unit Development⁵ provisions) to increase land available for multiple family dwellings.

2. ABAG shall undertake reviews⁶ of regionally significant development proposals (Non-A-95) which, directly or indirectly, could induce growth beyond the corporate limits of Half Moon Bay and Pacifica, and the Phase I Urbanization Areas, or within ridgeline areas of Pacifica.

3. Land should be made available for future development and services subject to a careful analysis of environmental impacts.

a. ABAG shall recommend approval of all Federally assisted development or service proposals only if ABAG finds that areas of critical environmental concern⁷ will not be converted to urban use except as provided for in the Resource Protection Policies.⁸

B. PUBLIC SERVICE POLICIES (TRANSPORTATION, WATER, WASTEWATER)

1. ABAG and MTC shall use the following 1990 population levels for plan and project reviews and project approvals: Mid-Coastside 19,000; Pacifica 42,000.

2. ABAG and MTC shall approve, or recommend approval of public service improvements (transportation, water, wastewater) at mutually consistent capacities which support the population levels and development patterns established in these recommended policies for the San Mateo Coast Corridor.

a. ABAG and MTC shall approve or recommend approval of capacity increases for facilities which would accommodate increased population only if it is demonstrated

⁵ See glossary definition of "Planned Unit Development."

⁶ Procedures for undertaking reviews of regionally significant development proposals were adopted by the ABAG Executive Committee, December 20, 1974.

⁷ See glossary definition of "areas of critical environmental concern."

⁸ See policies on wetlands, scenic quality, prime agricultural lands, and ecologically significant habitat areas.

by the applicant that fiscal resources (both local match and subsidized shares) are available to expand the capacities of other service systems to a similar level.

- b. ABAG and MTC shall approve or recommend approval of capacity increases for services to meet demands for agricultural uses, recreational water service, and recreational travel only if it can be demonstrated that these expansions will not induce population increases which would require further expansion of other services.
3. ABAG shall not recommend approval of Federally assisted increases in wastewater capacity for urban uses prior to the formation of urban area service boundary lines by the San Mateo County LAFCO.
4. If the San Mateo County LAFCO establishes an urban area service boundary no larger than the existing corporate limits of Pacifica, Half Moon Bay, and Phase I Urbanization Areas:
 - a. ABAG shall use the following 1990 population levels in recommending approval of Federally assisted water and wastewater capacity increases:
 - i. Mid-Coastside 19,000
 - ii. Pacifica 42,000
 - b. ABAG shall recommend approval of Federally assisted water and wastewater capacity increases only if applicant agencies submit information documenting the project's relationship between capacity and population served.
5. The use of local water supplies⁹ shall be encouraged before increasing the capacity of water systems through the utilization of imported supplies.
 - a. ABAG shall recommend approval of Federally assisted water service improvements for imported water supplies only if water service agencies have demonstrated that local supplies are inadequate to meet projected service demands or if local sources are ecologically significant and recommended for preservation as protected sources.

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See glossary definition of "local water supplies."

6. Transportation improvements for the San Mateo Coast Corridor shall be made through improvements to the transit system and improved efficiency of the highways before highway capacities are increased.
 - a. MTC shall include proposals in its Transportation Development Program¹⁰ to provide a basic level¹¹ of transit service in and to the Corridor.
 - b. Highway improvements for Route 1, Route 92, and Sharp Park Road/Westborough Boulevard included in the MTC Transportation Development Program for implementation before 1990¹² shall be confined to:
 - i. Operational improvements such as: the construction of a two-lane bypass around Devil's Slide; improvements to straighten curves; reducing grades to improve bus operations; intersection improvements; bus and truck climbing lanes; and turnouts.
 - ii. Safety improvements such as lane widening, improved shoulders, and signals.
 - iii. Provision of preferential treatment for buses at congested locations such as Route 1 between Sharp Park Road and Linda Mar, the intersection of Route 1 and Route 92, and the intersection of Route 92 and Route 35.
 - iv. Improvements which provide adjacent or separate facilities for bicycle and pedestrian paths.
 - v. An additional westbound lane shall be added to Sharp Park Road in order to implement efficiently the operational, safety, transit preferential, and bicycle or pedestrian improvements listed above.

¹⁰ MTC's Transportation Development Program is outlined in Chapter 4 of the Regional Transportation Plan.

¹¹ Policies B7 and B8 establish basic service levels (see next page).

¹² The year 1990 is used to establish a clear target for planning and programming at MTC and ABAG. Both the ABAG and MTC plan amendment processes permit changes in this target or the establishment of new criteria on an annual basis.

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- c. MTC shall consider including proposals in the Transportation Development Program, for implementation after 1990, such as capacity expansion for Routes 1 and/or 92, if it is demonstrated that basic transit service levels established by MTC have been met and that the highway improvements will not result in reduced transit patronage.
 - d. MTC shall delete the portion of Route 380, west of Interstate 280 from the Regional Transportation Plan.
7. Trunk transit¹³ service shall be improved to provide convenient and dependable access between major activity centers within and outside the San Mateo Coast Corridor. This service shall provide basic levels of transit access to major employment centers, retail centers, transfer points, and social services not available within the Corridor as well as to residential and major recreational areas within the Corridor.
- a. MTC shall establish standards for trunk transit service in the Corridor. These standards shall include the definition of service levels, and the coordination of transfers and fares.
 - b. MTC shall maintain a regional reserve¹⁴ of Transit Development Act funds and other funds, when they become available, for funding transit projects and programs within the Corridor which meet the service standards established for the Corridor.
8. Local transit service shall be designed to complement trunk transit service in the San Mateo Coast Corridor. This service shall provide basic levels of transit access between urban and recreational areas, and trunk transit lines and terminals.
- a. MTC shall establish standards for integrating local transit service levels, fares, and transfers with important regional trunk services provided by BART, the Southern Pacific Railroad, Alameda-Contra Costa Transit District, the San Francisco Municipal Railway, and the San Mateo and Santa Clara County Transit Districts.

¹³See glossary definition of "trunk transit."

¹⁴See glossary definition of "regional reserve."

- b. MTC shall maintain a regional reserve of Transit Development Act funds and other funds when they become available, which will be allocated only to transit projects and programs for the Corridor which meet regional standards for integrating local and trunk transit service.
- 9. Transit and highway improvements shall be coordinated to reduce dependence on the automobile in order to increase transit patronage.
 - a. MTC shall approve applications for funding of highway projects and programs only if they include methods to provide preferential treatment for transit service or it is demonstrated by the applicant that preferential treatment for transit is infeasible. Methods for preferential treatment for transit may include: separate bus lanes, ramp metering or traffic signals activated by transit vehicles.
 - b. MTC shall include funds in its Transportation Development Program for parking lots to serve commuters boarding buses to Bayside employment centers or coastside recreation sites, bus shelters, and bicycle storage facilities at major transit stops.
 - c. MTC shall not include highway capacity expansion projects in its Transportation Development Program until transit service has been improved to basic service levels established by MTC.

C. RECREATIONAL TRAVEL

- 1. Transportation improvements required to provide access to the recreation sites in the San Mateo Coast Corridor for the population of the region will be made through improvements to the transit system and improved efficiency of the highways before highway capacities are increased. The improvements will be made in accordance with (1) the need to protect the natural environment and (2) the need to plan coordinated transportation and recreational site development.
 - a. Highway improvements shall be consistent with the capacity levels recommended in the Public Services Policy Section.
 - b. Additional transit service to recreational sites shall be included in the MTC Transportation Development Program as funds become available. This service should be responsive to seasons of peak recreational activity in the San Mateo Coast Corridor.

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- c. MTC urges that local and State agencies provide information on weather, traffic, and parking congestion on weekends and holidays.
 - 2. Increased funding should be made available for recreation transit to the San Mateo Coast Corridor.
 - a. ABAG and MTC shall propose and support legislation creating new funding sources for State and regional recreational resource areas such as the San Mateo Coast Corridor.
 - b. ABAG and MTC urge(s) that park and recreation development proposals include financing for transit service both to and within recreation sites in lieu of additional parking space development.
 - 3. The provision of recreational transit to the San Mateo Coast Corridor should be coordinated with transit operators throughout the region.
 - a. MTC shall recommend to major transit operators in the region that regional recreational transit service be provided to the San Mateo Coast Corridor, that trunkline service be coordinated and that the costs of recreational transit be shared equitably by all appropriate operators.
 - 4. Improved travel access to San Mateo Coast recreation sites should be designed to protect the environmental qualities of the Corridor and to assure that all people in the region can enjoy access to recreational activities.
 - a. MTC shall include in its Transportation Development Program proposals for extensive transit service and bicycle and pedestrian paths.
 - b. MTC shall establish standards for recreational transit service which assure access for all socio-economic groups to coastal recreation sites.

D. RESOURCE PROTECTION POLICIES

1. The conversion of prime agricultural lands, lands suitable for the production of coastal dependent crops, and other economically productive agricultural lands to urban uses outside of urban areas shall be discouraged through support of public service policies enumerated above.
 - a. ABAG shall not recommend approval of Federally assisted development proposals which would convert prime agricultural lands, lands suitable for the production of coastal-dependent crops or other lands which are suitable for agricultural production and which are located inside existing incorporated areas or the San Mateo County Phase I Urbanization Areas unless it is demonstrated that continued or renewed agricultural use of such lands is not feasible because of location, size, soil type, or other characteristics.
 - b. Whether or not an urban area service boundary line is established, ABAG shall not recommend approval of Federally assisted development proposals which would convert to urban uses prime agricultural lands, lands suitable for the production of coastal-dependent crops or other lands which are suitable for agricultural production and which are located outside existing incorporated areas or the San Mateo County Phase I Urbanization Areas.
 - c. ABAG and MTC shall urge Pacifica, Half Moon Bay and San Mateo County to zone prime agricultural lands, lands suitable for producing coastal-dependent crops, and other lands suitable for agricultural production so as to prevent their conversion to urban uses.
2. The development and expansion of recreational opportunities within the Corridor shall be encouraged.
 - a. ABAG shall support the development of recreational facilities only if project proposals minimize the need to use private automobiles to reach or travel within these facilities.
 - b. ABAG shall not recommend approval of Federally assisted development proposals which would serve to limit the use of the following areas:
 - i. Any existing recreational facility operated by local, State, or Federal authorities.
 - ii. Any other area recommended for acquisition by local, regional, State, or Federal authorities.

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- c. ABAG and MTC encourage(s) as a long-term goal the public ownership of and access to a continuous strip of land along the coast determined to have statewide and regional significance. Public ownership of significant upland recreational areas would also be encouraged.
 - d. ABAG shall urge that State tidelands revenues be utilized as needed to subsidize the acquisition of recreational resources.
 - e. ABAG shall urge that the Coastal Commission deny permits for development which would degrade or diminish potential recreational areas.
3. Water quality standards (as defined by the Regional Water Quality Control Board) necessary for the preservation of marine and aquatic environments shall be maintained.
- a. ABAG shall recommend approval of Federally assisted wastewater improvements in the Mid-Coastside area only if improvement plans reflect the need to minimize discharge problems.
4. All remaining coastal wetlands and estuaries, and related buffer areas shall be preserved.
- a. ABAG shall recommend approval of Federally assisted development proposals only if development in wetlands meet the following criteria:
 - i. The amount of development shall be severely limited and the type of development restricted to wetland oriented projects.
 - ii. Activities should complement the resource values of the site.
 - iii. Intensities of use shall be low and consistent with the preservation of the wetland.
 - iv. No landfill or diking shall be permitted.
 - b. ABAG and MTC urge(s) local, State, and Federal agencies to acquire and manage coastal wetlands, estuaries, and related buffer areas and to restrict public access where necessary.

5. The scenic quality of the Corridor shall be regarded as a public resource.
 - a. ABAG and MTC shall recommend approval of Federally assisted development and service proposals (including Federal-Aid Urban System funds) only if it is determined by ABAG and MTC that the development, or development supported by such service, does not intrude upon the existing coastal viewshed¹⁵ beyond the corporate limits of Half Moon Bay and Pacifica, the Phase I Urbanization Areas, or on ridgeline areas in Pacifica.
6. Ecologically significant habitat areas¹⁶ (animal, plant, marine, aquatic) shall be preserved.
 - a. ABAG and MTC urge(s) local, State and Federal agencies to manage ecologically significant habitat areas for preservation and restrict public access where necessary.

E. SOCIAL EQUITY POLICIES

1. The provision of housing for low- and moderate-income households in the Corridor shall be consistent with the need to develop and conserve housing for the entire region.
 - a. ABAG and MTC shall recommend approval of public service projects (i.e., for transportation, water, wastewater) only if there is an affirmative local effort to increase the supply of housing opportunities to low- and moderate-income people.
2. ABAG and MTC shall support the development of transportation services and facilities which meet the accessibility needs of low-mobility groups (e.g. the elderly, low-income populations).
 - a. MTC shall maintain a regional reserve of Transit Development Act funds and other funds, as they become available, which shall be allocated only to transit projects and programs which demonstrate that increased accessibility of low-mobility groups will result.
 - b. MTC shall establish standards inclusive of service level, scheduling, and routing, and coordination of transfers and fares, for transit service to low-mobility groups and shall approve funds for transit and/or highway projects only if it can be demonstrated that the project contributes to the achievement of such standards.

¹⁵See glossary definition of "coastal viewshed."

¹⁶See glossary definition of "ecologically significant habitat."

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- c. ABAG and MTC shall support fare subsidies where necessary to assist the needs of low-mobility groups.
 - d. MTC shall allocate a specified portion of its budget and staff to plan (in conjunction with local and State agencies) transit or para-transit programs to respond to the special needs of low-mobility groups.

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